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ABSTRACT

This paper is concerned with the commitment of urban schools to human development goals. The urban school systems examined here are represented by localities with populations above 100,000 in each of the states on the eastern seaboard from Virginia to Florida. The vehicle for examining the relationship of school systems to human development goals is the current school budgets of 1975-76 and the evidence of curricular offerings and services. Human development goals in the Western World generally embrace the following structures, organizations, etc. that serve to evaluate in the making of a society. A society can be defined as a convivial social group. It is the opposite of industrial productivity. Its goals involve those things which assist the human being to fully enjoy basic rights. In relation to the school, human development goals are obvious when they afford a climate for human dignity, evince concern for individual welfare, provide appropriate stimulation, give opportunity to succeed in a variety of curricular programs provided to meet the differential needs of diverse children and youth, given acquaintance with the responsibility requisite in a democracy. The function of the public school system rests on its role as an agent of socialization. There is no public institution that is more responsive to the public pulse. (Author/JM)

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THE COMMITMENT OF URBAN SCHOOLS TO HUMAN DEVELOPMENT GOALS

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This paper is concerned with the commitment of urban schools to human development goals. The urban school systems for our purposes are represented by localities with populations above 100,000 in each of the states on the eastern seaboard from Virginia to Florida. Of these school systems three are in Virginia--Portsmouth, Norfolk, and Virginia Beach, the latter represents the second largest system in enrollment in the state. The Florida representative is Broward County, a school system which includes the cities of Hollywood, Dania, Pompano Beach, and Ft. Lauderdale, and is the twelfth largest urban school system in the nation. The Dekalb County Schools of Georgia has approximately the same school enrollment of Broward County (over 125,000). The other systems include Columbia City Schools in South Carolina and the Durham County School system in North Carolina, making seven school systems from which we sampled to draw inferences relating to our topic.

The vehicle for examining the relationship of school systems to human development goals will be the current school budgets of 1975-76 and the evidence of curricular offerings and services. Human development goals in the Western World generally embrace the following structures, organizations, etc. that serve to facilitate the making of (1) a good person and (2) those things which serve to eventuate in the making of a society. Society is defined by Illich as a convivial social group. It is the opposite of industrial productivity whose demand for products has come to define society's process. Seen in a more delineable way these goals involve those things which assist the human being to enjoy fully basic rights, these encompass civil and religious freedom and opportunities, the right to become ones best and potential self, to be protected adequately, fed and clothed appropriately, to have information fundamental to living effectively in a technological dynamic democracy, and to live in peace with ones neighbors. In relation to the school, human development goals are obvious when they afford a climate for human dignity, evince concern for individual welfare, provide appropriate stimulation, give opportunity to succeed in a variety of curricular programs provided to meet the differential needs of diverse children and youth, given acquaintance with the responsibility requisite in a democracy for sharing of privileges and a knowledge of value and ethical levels operating in the western world and beyond.

The tenor of the educational enterprise of three hundred years ago, albeit religious in character, did not embrace the wider aims of human development taken for granted today. The single goal of education in 1647 when the Satan Deluder Act was passed in Massachusetts was a unilateral order directed to teach children to read and know the Bible

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in order to deprive Satan from deluding them. Schools of yesteryear were directed to the narrow frame of reference that was cognitive--mainly through memoriter with strong religious overtones. Analysis, synthesizing, theorizing was rarely invoked in schooling and the use of the affective never. Basic education itself, as a human development goal, was not an accomplished fact as seen in providing high school education in the south until a series of "high school acts" were passed in the several southern states between the years of 1905 to 1910, enabling the voting of tax support for the establishment of secondary education. And even in those times a large segment of the population was disenfranchised, mainly Blacks but also Indians in Florida and North Carolina to mention two states. In 1902 the State of North Carolina, one of the more progressive states relative to education--had a state system in 1853--only Louisiana preceding them (1847)--had only two public black high schools.

Schooling in America at the present time (in my opinion) no longer has as its major goal the development of an academic elite, the making of scholars, or to screen youth from higher education. This latter function was a major one at the turn of the century in the south; this was partially evident in the fact that only 1 or 2 out of every 100 pupils who started the first grade completed high school. Today schooling is the major source of socialization in America and this is the basis of its function.

An examination of the budgets under my purview reveals a commonality in expression of human concern. The documents run from being definitive (i.e. Virginia Beach and Dekalb County Georgia level) to those less instructive in providing background information. They all, however, are sensitive to their publics and more particularly their clients--the pupils. Every school systems budget and curricular activities make provisions for health services, guidance, individual reaction and consultive opportunities. They also provide a wide variety of instruction programs designed to allow the ultimate potential of children and youth who have been importuned by environmental and hereditary deprivation to be reached. Most of these systems have made special provision for the intellectually gifted and creative. Beyond this some have other special facilities to serve the wider interest of society and which serve to embellish studies at every level of student need. Human development goals are furthered by the establishment of such centers as the Fern Science Center in Dekalb County, Georgia which furnishes unusual opportunity for youth and its community to study the life and physical sciences enhancing their opportunity to understand the environment. This system, unlike the others, operates three college campuses whose concern is with vocational-technical education and collegiate work. These opportunities are provided in the other states under the aegus of the Community Colleges and various states vocational-technical institutions separate from the public school system in those states lying along the eastern seaboard. Dekalb County also offers an Open Campus High School allowing for easy egress and ingress of students providing orientation to subjects, re-establishing opportunity for the drop-out, makes provision for short term interest and review of basic information for up-grading competencies. Norfolk, Virginia, devotes a high school to modular and independent study scheduling approaches. Portsmouth, Virginia, has a diagnostic center

(DAC) designed to assist multiple handicapped children, and Virginia Beach has a Center for Effective Learning serving hundreds of youth in need of special remediation. All of these systems have reading centers and/or provision for evaluation and remediation. Columbia, South Carolina has two alternative schools for youngsters who cannot function in the regular school setting, offering second chances to those in grades seven to twelve. Norfolk, Virginia schools operate a transition school for youth who have various difficulties as drop-outs, walk-ins, or those referred by principals. In addition, they provide an Inter-disciplinary Diagnostic Prescription Center for assessment of students in order to prescribe where non-aberrant etiological factors exist, a suitable educations programs for them.

These efforts have been cited as evidence of the attempt of school systems in this study to relate to human needs that have to do with self-realization. It can be argued that this initiation is exogenous to the school systems' basic interests and concerns by stating that federal guide lines and programs with funds attached prescribes free lunches and breakfast, health services and alternate schooling possibilities, the U. S. Congress, HEW, etc., deserve the credit. If this is valid it is true only to a miniscule degree as in the school systems examined here the federal funding ranges from 1.4% in Columbia, South Carolina to 19.1% in Norfolk, Virginia, with the median percentage of support from the federal level around 5% or 6%. Norfolk's high percentage is due to the large number of Navy personnel and their families residing in this area (cf. table 1).

Most of the funds which support the school operations in these cities comes from local sources. In Dekalb County, Georgia over 60%; in Norfolk, Virginia 52%; in Virginia Beach 50%; and in Columbia, South Carolina and Portsmouth, Virginia 47% of the school dollar comes from local monies. This provides an indication that grass roots interests and school leadership has given impetus to enlarging school opportunities to make them more consonant with modern socio-economic realities--in short, in the human and existential interest. The amount of funds expended for administration, serving economy and in the interest of the taxpayer, is remarkably low, only 2%, whereas most public universities run as high as 10% to 15%. (cf. table II). This does however, include student services. Is the public school like a business who emulates progressive practices in its operations? Those practices in schools would be to modify, upgrade, and innovate their curricular format and consequently the establishments, "pointing with pride" is only de facto, i.e. coincidental to societal trends. If so little credit should be given public education, the basic question remains; is not the public school one gigantic monolithic machine which grinds out products like other industrial enterprises, each producing a service commodity? Do people get better education, better health, better transportation only if the experts' goals are taken as the measurement of what "better" means?

To state the case succinctly, does the public school inveigh against reaching human development goals as say the anti-establishment? Is it true? As John Holt in Look Magazine averred:

> What children need, even just to make a living, are qualities that can never be trained into a machine--inventiveness, flexibility, resourcefulness, curiousity and, above all, judgment. The chief products of schooling these days are not these qualities, not even the knowledge and skills they try to produce, but stupidity, ignorance, incompetence, self-contempt, alienation, apathy, powerlessness, resentment and rage.

Ivan Illich expresses it in this fashion, "The transformation of learning into education paralyzes man's poetic ability, his power to endow the world with his personal meaning. Man will wither away just as much if he is deprived of nature, of his own work, of his deep need to learn what he wants and not what others have planned that he should learn?" He goes on to say that:

> Schools everywhere are governed by pedagogues who read the same books on learning theory and curriculum-planning. In a given year, schools produce more or less the same-model of pupils in every nation. Nineteen hundred and fifty graduates are as obsolete in Dakar as they are in Paris. The same iatrogenic sicknesses are produced all over the world by doctors who administer chloromycin or steroid pills. (It follows then that) . . . Every country tends to select those productive processes which are more capital-intensive and promise greater cost-benefit ratios.

What Illich is saying here among other things, not the least of which, is that society needs deschooling, but also, that basic needs are institutionalized in favor of those defined as those that professions can meet, i.e. doctors, lawyers, teachers, and engineers.

One readily acknowledges the impersonality of government of which education is an arm. Certainly institutions militate to a degree against individual initiative. But society, particularly in America, is caught on a merry-go-round and not unlike the play Stop the World I Want to Get Off!, I saw in New York City a few years ago. We cannot get off! Those provocative men like Holt, Reimers, Illich and Toffler have said important and often valid things about education in general and public education in particular. The essential thing is that their fundamental thesis, if carried out, presumes slowing production, changing the control over it, reducing population significantly, in short, demands that we re-order society in ways not unlike those of the 1850's. They would like to repeal the Twentieth Century! It seems necessary that we re-make society to enact reforms in education. In ad hominem dialogue with Toffler, he tacitly admitted this. The view that the tools of society (science, education, etc.) become man's master and this his executioner

certainly is a possibility. Learning enlightens but institutionalized education deadens. The plow makes man the lord of a garden but also the refugee from a dust bowl. The humanitarian liberals believe that feeding the starving millions is their vocation. This feeding itself demands efficiency and serves to increase the machines' power over us. Even Illich recognizes that by shifting from the production of guns to the production of grains, they reduce their sense of guilt and increase their sense of importance, but most important of all, the convergence of population growth and the failure of the green revolution will escalate starvation by 1985. The attempt to feed people and to control their increase are two mutually reinforcing and very dangerous illusions.

We tread a very precarious line and those who think we can stop the carousel and get off I think are mistaken. There is no way of reverting to the past when production was in every man's hand. The function of the school is not, as some would say, to grade people for jobs nor to upgrade them for consumption. Perhaps as Illich has contended, that what he calls counterfoil research can clarify and dramatize the relationship of people to their tools. It ought to hold constantly he says before the public the resources that are available and the consequences of their use in various ways. This means in short, slowing of growth, speed, mobility and to optimize convivial production.

These are important goals, but how to accomplish them? As we pointed out earlier in this paper the function of the public school system rests upon its role as an agent of socialization. The public school systems in America enroll nearly 95% of its youth in the age brackets of 14-17, and even greater numbers below this age group. The school system serves a housekeeping function in American society. It houses for the better part of a day a fourth of the nation's population. It serves as an agent to provide lunches, many free ones, and even breakfast. It provides health services--checks for immunization of its beginning pupils, gives health information and physical education in life sports, provides counseling services for the disturbed, driver training, sex, drug, and alcohol education, family life, guidance for the would-be worker, and at the same time, tries to help youth develop saleable skills. Further it attempts to acquaint students with the rights and duties of the citizen in a democracy, to understand the method of science and how to be good consumers and even concerns itself with use of leisure time and encourages the development of the aesthetic. In the urban setting public education has no "education pill" that can be given to affect a sure cure for the malingerer, the slow learner, the aberrant, the delinquent, the hyperkinetic, and the sick. Those who enter the doors of the public school reflect the nature of society from which they come. A society which is composed of 20,000,000 in America are on relief, 8 million jobless, 5,000,000 or more are addicts on drugs or alcohol, 1,000,000 at a given moment who are incarcerated in its prisons, 5,000,000 or more are victims of psychological morass, two million retarded and another 5,000,000 who live marginal lives--these are non-productive and in ways counterproductive. So if schools

are sometimes thought of as prisons, way stations or an holding operation, it makes sense. There is no public institution, however, that is more responsive to the public pulse than its public schools. It still graduates the non-reader and virtual illiterate, but it is assiduously working to overcoming the road blocks effecting many minorities.

It is the volkschule--the people's school--its only fault perhaps is in its heart. Not that it is too small, but unfortunately that it is too large.

TABLE I

Major Categories of Expenditures by Percentage for School Operation of Selected Southern Urban School Systems 1975-1976

Systems	Administration	Instruction	Operation	Maintenance
Broward County (Florida)	14%*	57%	75%** (18%)	3.5%
Columbia (Richland District 1 County Schools) (South Carolina)	3%	80%	10%	5%
Dekalb County (Georgia)	1.7%	70%	7.2%	5%
Durham County (North Carolina)	2.6%	65.8%	4.8%	3.1%
Norfolk City (Virginia)	2.3%	73.3%	10.8%	9.6%
Portsmouth City (Virginia)	2%	75%	10%	5%
Virginia Beach City (Virginia)	1.4%	75.8%	6.9%	5%

*Includes Principals and Supervisors Salaries
**Includes teacher salaries, lunch room, plant operation, etc.

Source: Annual Budgets, 1975-76 of Broward County, Columbia City, Dekalb County, Durham County, Norfolk City, Portsmouth City, and Virginia Beach City.

TABLE II

Distribution of Funding by Federal, State and Local Sources

in Selected Southern Urban School Systems 1975-1976

		Percentage		
Systems	School Enrollment	Federal	Local	State
Broward County	138,000	6%	53%*	47%**
Columbia City	35,000	1.4%	47.4%	51.2%
Dekalb County	125,000	1.5%	53.7%	44.7%
Durham County	17,500	12.6%	18.6%	68.8%
Norfolk City	52,000	19.1%	51.8%	29.1%
Portsmouth City	22,000	5%	47%	48%
Virginia Beach City	55,000	5.4%	50%	44.6%

*Includes part of the 6% of the Federal monies
**Includes part of the 6% of the Federal monies

Source: Annual Budgets, 1975-76 of Broward County, Columbia City, Dekalb County, Durham County, Norfolk City, Portsmouth City, and Virginia Beach City.

TABLE III

Special Programs in Selected Southern Urban School Systems

School Systems	Types of Programs: Titles Funded	Special Services and Facilities	Special Schooling
Columbia, (South Carolina)	I, II, III Compensatory program for disadvantaged students. Title II provides library and audiovisual material to schools. Title IIIa, Walk-in School (cf. special school) b. Motivation through Affective Interaction, target is the dropout. NDEA, ESAA, EHA Acts	Special Education, home bound instruction, nursing, psychological career education, guidance and social work. The Individually Guided Education (IGE) aimed to individualized learning as students are recognized and respected as truly unique persons. Fairwood Annex, Hall Institute Day Treatment Center, Happy Time School, Withers School, Breeden	Two alternative schools--second chance and those unable to function in regular schools. Two vocational-teaching centers and adult education centers. Hall Institute Day Treatment Center is operated for the emotionally handicapped student age six to eighteen. S. C. State Hospital Educational Therapy Program for hospital pupils
DeKalb County (Georgia)	I, II, III, IV, V, VI, VII (ESEA and NDEA) and Adult Basic Education. Public Law 874.	Special Education: Home and hospital instruction, visual, behavioral disorders, specific learning disabilities, communication disorders, mental retardation, gifted, multihandicapped, early childhood special education, Reading Center and Learning Resource Center, Tucker Children Center, Victoria Simmons Center, Scottdale Pre-Adult Activity Center, the Robert Shaw Center, the Doraville Center, Fernbank Science Center.	Open Campus High School, Voc.-Tech. College Division for Adults, the Florence Crittenton Home School, Cerebral Palsy School, Beatrice Dobbins School, the Hamilton Prevocational Center. Comprehensive Education Employment Act (CETA), the school system is commited to a three year program to correct undereducation in the school district.

TABLE III
(cont.)

School Systems	Titles Funded	Special Services and Facilities	Special Schooling
Broward County (Florida)	ESEA Title I: Title I, Part C, Title II '74, Title VI B - T. M. H. '75, Title I, Part C '73, Title VI B, FLRS Media '75, Title II '73, Title VI B '74, Title I, Title I Migrant Program Vocational Act Fund and Manpower Development (CETA-Title I and CETA-W-BMC)	Exceptional Student Program: physically handicapped, emotionally handicapped, gifted, trainable, educable mentally handicapped, severe learning disability, speech and hearing. Vocational Programs: prevocational agribusiness and natural resources education, business education, distributive education, diversified occupation, home economics, industrial education and industrial art education.	Adult High School grades 9-12, including GED preparation, Adult Community School courses primarily avocational, Alternative School, Model High School Career Education Program, Salable Skills Pilot Program in four high schools, computerized instructional program in three elementary schools
[illegible]rham County (North Carolina)	Titles I, Title VI-B deals with the severely language impaired; Title III Diagnostic prescriptive instruction in 11 of 14 elementary schools.	Special Education: physically handicapped, gifted, educable retarded, learning difficulty, speech and hearing, trainable retarded and vocational and natural resources, D.E. & D.O., business education, industrial arts, adult programs, basic education GED, language, citizenship, adult community service.	Occupational Education Programs in 7 schools--Industrial Co-ops, Ecology, Forestry, Fashion Merchandise, Bricklaying, Clothing, Foods, Drafting, Nutrition, Child Care, Family Life Education, Health Occupations, Textiles
Norfolk City (Virginia)	Public Law 874 Title I, and III. Gifted Program, Adult Vocational Education, ESAA -	Adult Community Service, Voc.-Tech. Center. Exceptional Student Programs: Educable Retarded,	Transitional School, High School with Modular Scheduling - entire system is shifting to phase

TABLE III
(cont.)

School Systems	Titles Funded	Special Services and Facilities	Special Schooling
Norfolk City (Virginia) (cont.)	Reading Improvement Program in Secondary Schools, CETA - Training and Employment Program for Adults.	Trainable Retarded, Crisis Classes, Speech and Hearing, Learning Difficulty, Gifted, Camp Young-Developmental Summer Enrichment Program in camp setting, Distributive Education Program, Ethnic Studies, Work-Incentive Program for High Schools, C.O.E.	elective, 1976-1977. Vocational and Technical School, Individualized Prescribed Instructional Program for 16 year olds and up, Vocational Programs in Extension. Central School of Practical Nursing. Furnish teachers for Norfolk Shipbuilding and Drydock.
Portsmouth City (Virginia)	Public Laws 89-10, 874 and 93-380. Titles I, III, II and IV.	Diagnostic and Adjustment Center (DAC), General Adult Education, Special Education: Speech, educable retarded, trainable retarded, multiple handicapped, D.E., Busi- Education, Industrial Art, Occupational Education, Ethnic Studies.	Manor High School - Modular scheduling for last two years of high school; Norcom High School for vocational and technical education; S.H. Clarke Junior High School for vocational education.
Virginia Beach City (Virginia)	Title I-children not performing on grade level in grade 4 in certain schools. Title I Migrant Education; Title III Vocational Adult Education, Title II - Acquisition of library resources; Title III-Project Praise-Pilot Research Approach to Invention Strategy, Public Law 874, Title IV-B (NDEA) (93-380) Indo-Chinese Refugee Assistance Program (30 children)	General Adult Education, Basic Adult Education Program, Distributive Education, Industrial Arts, Speech, Hearing, Educable and Trainable retarded, emotional disturbed, vision impaired, in school suspension program.	Center for Effective Learning, Vocational and Technical Center